

CENTRAL LIBRARY RENOVATION AND EXPANSION, W.O. 95934
CITY OF LOS ANGELES
DEPARTMENT OF PUBLIC WORKS, BUREAU OF ENGINEERING
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JULY, 1978

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ABSTRACT OF SUMMARY

This Environmental Impact Report (EIR) analyzes the proposed renovation and expansion of the Central Library. It was prepared in accordance with the requirements of the California Environmental Quality Act of 1970 and the City's CEQA Guidelines.

This project involves the existing structure, a Bertram Goodhue design, which is listed in the National Register of Historic Places, and is designated as a Historic-Cultural Monument by the City's Cultural Heritage Board.

The inadequacies of the existing Central Library facility have been identified by several studies. The Green Report of 1966, for example, enumerated inadequacies in the electrical system, the lack of adequate storage space, inadequate or non-existent mechanical facilities and the lack of sufficient parking spaces.

The project goal is to upgrade the Central Library services by providing a facility having three to five floors which will provide far more additional space. The proposed project would retain most of the services at the present site. The existing structure would be modernized and new wings added with the provision for parking. The new structure would provide 295,000 net square feet of library space and 600 parking spaces.

The EIR discusses the proposed project and 28 alternates and evaluates the environmental impacts of each of them. The significant impacts of the proposed project are: (1) alteration of the view of the original building; (2) the loss of open space at sidewalk level; (3) the alteration or demolition of certain portions of the existing structure; (4) impacts on library operations both construction related and long term; and (5) alteration of the original intent and effect of the building's architectural theme and its works of art.

The alternatives discussed include: (1) no project; (2) various configurations on site with parking being either on site or off site; (3) off-site projects with and without compatible uses being found for the Library; and (4) on-site modernization with new construction in the immediate vicinity.

A matrix technique was developed to evaluate each alternate according to its ability to meet certain ideal objectives relating to the function and form of the building. Independent consultants and City personnel evaluated the relative importance of each of the objectives. The matrix evaluation procedures were then completed for each rater for all of the projects. For four of the six raters the proposed project ranked highest. The other two raters preferred the modernization of the existing Library with new construction in the immediate vicinity.

A comparison of the major construction and long-term impacts associated with the 28 alternates was also prepared. A number of alternates involve overall environmental impacts which may be considered to be less than the proposed project. These include: (1) offsite alternates which retain the existing building for a compatible use and do not involve extensive relocation; and (2) on-site alternates which place the Library expansion and/or parking either entirely underground on the present site, or on a nearby site.

I. INTRODUCTION AND DESCRIPTION OF THE PROJECT

A. EIR Meets CEQA and City Guidelines

This report analyzes the proposed renovation and expansion of the Central Library. It was prepared in accordance with the requirements of the California Environmental Quality Act of 1970 (CEQA) and the City's CEQA Guidelines.

B. Significance of Existing Central Library

The existing structure was designed by Bertram Goodhue. It was built in 1926. It is listed in the National Register of Historic Places and is designated a Historic-Cultural Monument by the City's Cultural Heritage Board (See Figure 1).

C. Background

The inadequacies of the present facility are well documented (See Figure 1). The Green Report of 1966 cited the outdated electrical system, the lack of adequate storage space, inadequate mechanical facilities, and the lack of sufficient parking. It recommended replacement of the Library on the present site.

The Los Angeles City Council, in 1975, authorized a contractual agreement with Charles Luckman Associates (CLA) for a feasibility study to determine costs and explore site and funding possibilities for a new facility.

This study, as amended, recommended that a new building of 410,000 net square feet and 1,000 parking spaces be provided on the site easterly of Pershing Square (Site 2, Figure 3), and the sale of the existing Central Library site.

The Mayor's Blue Ribbon Committee studied the problems of the Central Library and recommended in 1976 that a new library containing all services be provided either on Bunker Hill or the present site.

In 1976, the Council authorized a second study to determine the feasibility of renovating the existing Library. The study, also done by CLA, recommended a reduction in library space and parking spaces, the relocation of some services, the removal of the present east wing, the expansion of the facility with underground parking, east and west extension wings, and general interior renovation.

D. Project Goal

The overall project goal is to upgrade the Library services for the City of Los Angeles by providing a facility having three to five floors which will provide far more additional space.

ART WORK PRESERVATION AND RESTORATION OPEN SPACE FLOWER STREET BOOK CAPACITY PRESERVATION OF XTERIOR FACADES OPEN STACKS ENHANCEMENT OF PUBLIC SAFETY EXTERIOR GROUNDS SEATING ELEVATORS BUILDING RENOVATION PARKING SPACES FIRE PROTECTION REPLACE PLUMBING ELECTRICAL REWIRING AIR CONDITIONING STRENGTHEN AGAINST EARTHQUAKES PEDESTRIAN ACCESS DOWNTOWN PEOPLE MOVER GRAND AVENUE AND PEDWAYS

NEEDS OF THE CENTRAL LIBRARY

E. Project Description

1. Site Location

The project is located in the Central City area of the City of Los Angeles bounded by 5th Street, Flower Street and Grand Avenue.

2. On-site and Off-site Activities

Some technical and administrative operations will be relocated. The remainder of the operations will remain.

- 3. Project Objectives
 - a. Design Objectives

The preservation of open space and the integrity of the existing building. The retention of the unique beauty of the Library.

b. Library Operation Objectives Providing a modern building to house a high volume circulating library and a major research center.

c. Cultural Resource Preservation Objectives
The view of the building should be preserved.
The resulting building shall have its masses
balanced. The ornamentation within and without
the building shall be retained. The unique art
objects shall be utilized in the new design.

F. The Proposed Project

1. Scope

Provision of 295,000 net square feet (NSF) on site; 55,000 NSF off site, and 600 parking spaces on site.

2. Design Features

The project involves demolition of the existing east wing, expansion above and below grade to the east and west of the building, and provision of subterranean parking. The existing building will be renovated and modernized (see Figure 2).

3. Street Improvements

The widening of adjacent portions of Grand Avenue and Flower Street and construction of pedways to connect the Library with nearby properties and improve pedestrian access may be undertaken in connection with the Library building project.

4. Project Planning and Scheduling

Preliminary planning will be done by City personnel. Building plans and specifications will be prepared by an architect and library consultant selected by the Board of Public Works. Design approval by various City agencies will be required. Planning and design is estimated to require a minimum of two years (1978-1980); construction will require at least three years (1980-1983).



PROPOSED PROJECT CENTRAL LIBRARY RENOVATION & EXPANSION Source: The Luckman Partnership, Inc.

II. BRIEF OVERVIEW OF THE PROJECT'S ENVIRONMENTAL SETTING

A. Existing Conditions

1. Regional and Area Perspective

The project is located in the downtown area of the City of Los Angeles, in the Central Business District (CBD). It contains the largest concentration of government offices outside of Washington, D.C. and the largest concentration of private office space in the region. The CBD is a major shopping district.

2. Local Perspective

The Central Library is listed in the National Register of Historic Places. The City's Cultural Heritage Board has designated the Central Library a Historic-Cultural Monument. The surrounding streets are designated major and secondary highways by the City's General Plan. Nearby land uses are primarily high intensity commercial and residential.

B. Related Projects

The project is part of the continual upgrading of Library system facilities. Adjacent street improvement projects are included in the City's Capital Improvement Program. The Community Redevelopment Agency has undertaken the elimination of blighted conditions in the CBD and the redevelopment of the Bunker Hill area. In addition, various planned private developments may be influenced by the proposed project or alternative projects. A people-mover system to facilitate pedestrian circulation in the CBD and a pedway system to connect the library with nearby properties are being planned.

III. ENVIRONMENTAL IMPACTS OF THE PROPOSED PROJECT

A. Physical Features

1. Hydrology, Climate, Animal Life

The proposed project is not expected to have any significant effect on flow of flood waters, amount and quality of surface and ground waters, climatic elements, or animal life.

2. Land Formations - Grading

The proposed project necessitates approximately 239,000 cubic yards of excavation on both sides of the existing building. Grading would occur by conventional excavation and haulaway procedures over a period of four to six months. Site topography would be significantly altered. Specific mitigation measures will be developed during the detail design phase upon completion of geologic and seismic evaluation.

3. Existing Plant Life/Landscaping

The site is extensively landscaped on the eastern portion, providing a public recreational area, with formal planting at various locations. The proposed project would destroy all existing landscaping and open space due to underground expansion and above ground additions. Relandscaped areas would be generally one story above street level. Mitigation measures include reuse of existing trees or provision of more accessible open areas.

B. Land Use and Zoning

1. Aesthetics-Exterior

The Central Library is an important cultural monument. The proposed project will significantly alter and obstruct the view of the facades by the addition of structures and possible pedways. A number of the alternate proposals were advanced to minimize these impacts.

2. Growth Inducement

Evaluation of the proposed project's influence on future land use is difficult to determine. The project is anticipated to be a positive influence to development in nearby areas.

3. Land Use Compatibility

The surrounding vicinity is zoned for commercial uses with some residential areas. The proposed project is compatible with surrounding land uses.

C. Circulation

1. Library Patronage Deterrance

An accurate estimate of any possible patronage increase resulting from the proposed project is difficult to formulate, though the Library Department predicts at least a 50 percent increase from present patronage upon project completion.

2. Vehicular Circulation

The abutting streets are major thoroughfares.

- a. Construction Impacts: The proposed project will disrupt traffic flow during excavation and construction. Disruption can be lessened by restricting the contractor's operating hours and site access points and by requiring compliance with applicable regulations.
- b. Long-term Impacts: Street improvements, if constructed, would improve traffic flow on adjacent streets. If patronage increases, an associated traffic increase might occur.

3. Pedestrian Circulation

The construction of pedways connecting the Library to nearby structures would decrease congestion and increase pedestrian safety, and facilitate pedestrian access to the Library.

4. Parking

The Library presently provides some on-site parking for employees and deliveries.

- a. Construction Impacts: Employees who now park on site must park elsewhere. Parking subsidies, temporary rental of a structure, or use of existing structures are possible mitigation measures.
- b. Long-term Impacts: The proposed project will increase the amount of parking available for employees and provide on-site parking for patrons as well.

D. Air

The proposed project, by itself, would not create significant impacts on air quality. Mitigation measures to lessen any adverse impacts associated with increased vehicular usage are not within the domain of the project and thus are not included.

E. Noise

1. Construction Impacts

Short-term impacts are inherent in the construction activities involved. Impacts can be minimized by contractor compliance with applicable regulations.

2. Long-term Impacts

The noise generated from mechanical equipment and fixtures installed under the proposed project is not viewed as significant, and outweighed by their beneficial effect on library operations. Noise from nearby traffic will continue. The effect of increased interior noise levels can be minimized by the installation of carpeting, air conditioning, and acoustic ceilings.

F. Service Systems

1. Electricity, Natural Gas, and Water

Although the proposed project will result in increased usage of utilities, the capacity of existing distribution systems is adequate. The cumulative impact of this and other projects in the region will necessitate expansion of facilities.

2. Sanitary Sewers, Solid Waste

The existing sewers have adequate capacity to handle anticipated sewage increases resulting from renovation and expansion. The increase in solid waste materials is not expected to be significant. This and other projects in the area will have a cumulative effect on wastewater treatment and solid waste disposal.

3. Communications

The proposed project includes the upgrading of services in the existing facility and the provision of new services in the expansion, including a visual communications network linking the Central Library and branches. No significant impact is foreseen, though remodelling at branch facilities will be necessary.

G. Public Facilities

The Central Library functions as the main research and information center for the City's library system. It houses administrative functions, numerous special collections, and serves as a City-wide referral center and a community library for area residents.

1. Police Services

Additional police patrol and traffic control services may be required. During construction the need for police services can be minimized by appropriate procedures.

2. Library Security Services

Additional on-site security personnel will be required to protect construction materials, work in progress, and the expanded building, grounds, and parking areas. Design features to minimize security needs include the open-plan interior, the maximum visibility of exterior open areas, television surveillance, and appropriate lighting.

3. Fire Protection

The proposed project will upgrade the original building to current fire safety standards. The new Library and other development in the Central Business District may cumulatively necessitate additional fire protection facilities. Mitigation of potential fire impacts might include providing access to all structures for fire apparatus and personnel, providing an adequate number of fire hydrants, and requiring Fire Department review of construction plans and schedules.

4. Library Operations

a. Construction Impacts: Adverse construction impacts include the necessity to relocate those departments now housed in the east wing; increased hazards to the public, staff, and materials; impaired access to patrons and vehicles; and interrupted operations in all departments. Mitigation measures include temporary rental quarters for some east wing departments, and requirements that the contractor take measures to minimize or eliminate construction hazards, maintain access to the building, and protect the public, staff, and materials.

b. Long-term Impacts

- (1) Operations: The proposed project will increase floor space, shelf space and parking, provide more interior flexibility, and eliminate hazards and deficiencies of the existing building.
- (2) Space: The proposed project meets the absolute minimum space requirements of the Library Department. These criteria would be inadequate in the near future.
- (3) Support Services: The relocation of some administrative and technical services to a separate facility is an adverse impact of the proposed project.
- (4) Interior Flexibility: The proposed project, in renovating the existing building, provides less interior flexibility than would a completely new building.
- (5) Expandability: The proposed project could be somewhat expanded, but if future needs increase, expandability would be difficult.

The proposed project does not include any measures to mitigate adverse impacts (2) through (5). Some alternate proposals permit mitigation of some or all of these impacts.

H. Paleontological, Archaeological, and Historical

1. Archaeology and Paleontology

No known or recorded archaeological sites are within the site or its surroundings. There is low probability that paleontological sites will be found.

- 2. Cultural Resources Central Library (See Figures 4 and 5)
 - a. View of Facades: The west and east facades would be severely impacted both visually and physically by above grade additions on both sides of the building.
 - b. Sidewalk Level Open Space: This would be largely destroyed by the east and west building additions. Although the areas above the additions will be landscaped, they will not be generally visible from street level.
 - c. Physical Alterations (Main Building): The renovation work necessary to bring the building up to current safety and operating standards will not alter the interior appreciably. The renovation work necessary to create an openspace floor plan will have more severe impacts on the interior.

- d. Physical Alterations (East Wing): The east wing would be demolished by the proposed project and replaced by an above grade addition.
- e. Interior Art Works (Main Building and East Wing): The art objects associated with the east wing include the Children's Room wall paintings and decorated ceilings, the Children's Court with its bas reliefs and Lotus Shaft Fountain, and exterior decorations. These will be significantly affected. The main building renovation would impact the decorated ceilings by removal of partitions. The central rotunda area also would be severely affected by the installation of escalators.

Mitigation measures include the removal and reuse of unique art objects, accomplished under review and approval by the Municipal Arts Commission. A number of the alternates were put forth as attempts to minimize or avoid some or all of these adverse impacts.

3. Cultural Resources - California Club

The above grade addition to the west of the Library would obstruct light and the view from the Club's public rooms. A number of on-site alternates involve different degrees of construction adjacent to the California Club.

4. Cultural Resources - Biltmore Hotel

The rear windows of the Biltmore Hotel will face the above grade construction to the east of the Library proposed under the project. These rooms will face the relandscaped area above the addition. A pedway connecting the Biltmore and the Library, if constructed, would require exterior and interior alterations to the Biltmore.

I. Socio-Economic

1. Social Impacts

The renovation and expansion of the building would provide a more adequate facility with respect to its functions as a cultural center and as a social/recreational resource for local residents.

2. Right-of-Way Acquisiton

No long-term right-of-way acquisition is involved with the proposed project. The rental of property in the area temporarily during construction is required to house some library functions, and may

be required for employee parking or contractor usage.

3. Right-of-Way Relocation

Relocation may be involved with temporary rental, if vacant facilities are not available at the time of construction.

IV. MEASURES TO REDUCE ENERGY CONSUMPTION

- A. Project Design Features to Reduce Inefficient and Unnecessary Energy Consumption
 - 1. Central Library Building

Energy use in construction related activities is considered relatively negligible. The proposed project would necessitate increased energy usage by upgrading the mechanical and electrical systems and in increasing floor space. Potential design features to reduce energy consumption include the use of thermal resistance materials for structure walls and ceilings, provision of maximum efficiency in any installed air conditioning systems, maximizing use of florescent lighting, incorporation of energy saving designs into building exteriors, and reduction of night lighting after hours.

2. Circulation

Increased patronage, subsidized parking and increased traffic volume would increase energy use. Some increase would be offset by street improvements, the people mover and pedways, if constructed. The total net increase cannot be calculated at this time.

- B. Alternative or Additional Measures to Reduce Energy Consumption
 - 1. Central Library Building

Reduction in building size or number of electrical/mechanical devices would reduce consumption but would not satisfy the library operation objectives.

2. Circulation

Suggested measures to reduce energy used in transportation would be implemented on a regional basis by a regional authority. This reduction is not within the scope of this project.

V. LONG-TERM IMPLICATIONS OF THE PROPOSED PROJECT

The project will have a long-term effect upon the operation and function of the Central Library. The expansion will provide space for the anticipated growth in the materials collection. It will permit improved public services.

The project will demolish portions of a historical monument of architectural significance. This effect will be partially mitigated by saving the displaced works of art and incorporating them in the new design. Some exterior views of the building will be substantially altered. The southerly and northerly facades will, however, remain essentially as they are. The original architectural theme of the building, and the original intent and effect of its works of art and interior spaces, will be substantially altered.

The project will commit this site to library usage for the foreseeable future. It involves the irreversible use of construction materials. The project involves no elements which would cause irreversible environmental damage from negligent operation or failure of the project's environmental safeguards. It may have a slight growth-inducing impact upon traffic in its vicinity.

VI. ALTERNATIVES TO THE PROPOSED ACTION

A. Introduction

A number of alternatives to the proposed project were considered. These included: (1) no project; (2) restoration or renovation and expansion of the existing building, with additional parking provided either on site (designated "-OS") or off site (designated "-OFS"), (for example, "4aOS" designates Alternate 4a with parking provided on site; "5 OFS" designates Alternate 5 with parking off site); (3) construction of a new building, with the existing structure being retained and put to a compatible use (designated "-1") or sold (designated "-2"), (for instance, "Site 2-1" designates the proposal to construct a new Library on Site 2 with retention of the existing structure, "Site Q-R-2" designates the proposal to construct a new Library on Site Q-R, with sale of the existing structure); and (4) decentralization of the Central Library.

All of the projects with the exception of No Project, la and lb could provide 295,000 net square feet of library space and parking for 600 automobiles. This assumes that some administrative and technical support groups will be relocated to other locations. All off-site locations studied and some on-site configurations could house a larger facility. For project sites see Figure 3.

3. No Project

This would preserve the existing structure and site without alleviating any functional deficiencies. It does not preclude upgrading the Central Library or construction of a new building in the future.

- C. Restoration or Renovation and Expansion of Existing Building
 - la. Restoration only of existing building. The present interior and mode of operation would remain virtually unchanged, although the third floor would be converted to library use.
 - 1b. Renovation of the existing building. This alternate would preserve the exterior facades, the east wing, and the landscaped grounds while modifying the interior to accommodate an open-space mode of operation.
 - 1c. Renovation of the existing building and grounds as outlined for Alternate lb. Additional space for library services would be provided at an off-site location.
 - 2. Renovation of the existing building and grounds as outlined for Alternate lb. The balance of needed space and parking facilities would be provided underground at the present site.



CENTRAL LIBRARY RENOVATION AND EXPANSION ALTERNATE SITE LOCATIONS ANALYZED

3. Construction of a two-story addition on the east part of the existing site while preserving the east wing. The west gardens and formal entrance would be restored. The interior would be renovated (as in 1b) and there would be underground expansion on site for library services and parking.

Alternates 4a through 4d propose demolition of the east wing, renovation of the interior (see 1b), and underground construction for library services and parking.

- 4a. Construction of two one-story additions of similar size to the east and west of the existing structure. Partial restoration of the west gardens and entrance and partial restoration of the east side landscaping would occur.
- 4b. Construction of a large one-story east wing and a smaller one-story west wing. There would be partial reconstruction of west gardens and entrance and minimal restoration of the east lawn.
- 4c. Construction of two two-story additions of similar size on the southerly portion of the site. There would be partial restoration of the west gardens and substantial restoration of the east side land-scaping.
- 4d. Construction of one large one-story east wing and two small two-story west wings. There would be partial restoration of the west gardens and minimal restoration of the east lawn.
- 5. Construction of high rise tower for library services on the southeast corner of the site. All building facades and the east wing would be preserved; the former west gardens and entrance would be reconstructed. There would be substantial preservation of east side landscaping with interior renovation (see 1b) and underground expansion.

Alternates 6a and 6b are specific examples of lc. The existing structure and grounds would be renovated (as in lb). The balance of library services and parking would be provided off site.

6a. Off-site expansion (including subterranean parking) would be constructed in a new facility on the north-east corner of 5th and Flower Streets. Provisions could be made for further expansion.

6b. Conceptually the same as 6a, but expansion would be provided in an off-site renovated building; e.g. the One Bunker Hill Building at the northwest corner of 5th Street and Grand Avenue. This alternate was determined to be infeasible because major structural modification of the off-site structure selected as an example would be required.

For alternates involving continued use of the existing building, off-site parking options include: (1) the Biola Hotel/Church of the Open Door property south of the Library site; (2) CRA Parcel J-1, located at the northeast corner of 5th and Flower Streets and the adjacent former "Sunkist" property at the northwest corner of 5th and Hope Streets; and (3) CRA Parcel P-2, the northerly half of the block bounded by Hope Street, Grand Avenue, 4th and 5th Streets.

D. Construction of a New Building

These alternates propose the relocation of library services to a new building on one of four sites within the Central Business District.

Site Q-R: On Bunker Hill, bounded by Grand Avenue, 1st Street, Olive Street, and 2nd Place

Site L-M: On Bunker Hill, bounded by Hope Street, 3rd Street, and Grand Avenue. Northerly boundary approximately half way between 2nd Place and 1st Street.

Site 2: East of Pershing Square, bounded by Broadway, 5th Street, Hill Street, and 6th Street.

Site J/M: Bounded by Figueroa, 7th, Francisco, and 8th Streets.

E. Decentralization Concepts

These proposals include the following:

Relocation of the Library outside of the Central Business District, or

Division of the collection among various locations in the City.

F. Matrix Analysis of Alternatives

1. Introduction

An evaluation technique was developed by the staff of the Bureau of Engineering with the assistance of specialists in Systems Analysis which involves a three-dimensional matrix using weighted objectives. It permits the ranking of each alternate in relation to all other alternates.

2. Formulation of Objectives

A number of specific ideal objectives were formulated for both the functional and aesthetic aspects of the Library building. These objectives were developed from statements made by the librarians of the City of Los Angeles, library consultants, the City's Municipal Arts Commission, the City's Cultural Heritage Board, and a Library Study Team from the Southern California Chapter of the American Institute of Architects. The objectives fall into four general categories:

- a. Flexibility Features. These stress functional aspects such as flexible interiors, accessible collections, and horizontal materials transport.
- b. Public Access and Safety Features. These objectives relate to the availability of transportation, pedestrian access, parking, and safety features for employees and patrons.
- c. Planning and Administrative Features. These objectives involve the continuation of library services during construction and remodelling and the retention of services at the present site.
- d. Existing Building and Site Features. These objectives concern the preservation or restoration of the existing Library and the integration of new design.

The specific objectives are shown on the opposite page.

3. Relative Importance Values and Ratings of Alternates

The objectives were assigned relative importance values by personnel from the City and outside consultants. The values differed according to the concerns of the various raters. Standards were developed to ensure consistency in rating alternates. Each alternate was then rated according to its ability to fulfill each objective.

OBJECTIVES

FLEXIBILITY FEATURES:

The interior spaces of the Library shall provide for flexibility of use.

The collections shall be accessible to the public to the maximum extent possible.

Library materials shall be transported horizontally rather than vertically.

PUBLIC ACCESS AND SAFETY FEATURES:

The Library staff and patrons shall be provided with library and parking facilities which are safe and secure.

Pedestrian access shall be provided and public transportation shall be available.

- PLANNING AND ADMINISTRATIVE FEATURES:

The Library shall function during the renovation and construction.

The existing structure shall continue to function as a library.

EXISTING BUILDING AND SITE FEATURES:

 $\stackrel{\sim}{\sim}$ The view of the building from the adjoining streets shall be preserved.

The resulting structure shall have its masses balanced.

The Children's Court and east wing shall be preserved.

The site shall retain its recreational as well as library use.

The scale of the addition shall not dominate the existing historical structure.

The west entrance, gardens, and pools shall be restored.

The ornamentation on the exterior of the building shall be retained.

4. Weighted Ratings for Each Alternate

The relative importance value of each objective was multiplied by the rating of each alternate for that objective to produce a weighted rating. The weighted ratings for each alternate were then summed and this composite score was used to rank the alternates. This procedure was repeated for each set of relative importance values.

5. Comparison of Alternates

- a. The five highest alternates for each rater are shown in Table VI F5a. The alternates appearing most frequently in the top three positions in the Table are: the proposed project, 2 O-S, Site 2-1, 6(a), and Site QR-1. The alternate designations are defined below the table.
- b. The best alternate if function and form are equally important is Alternate 2 0-S followed by 6(a) and the proposed project (see Chart VI F5b).
- c. The best alternate if function is more important than form is the proposed project followed by a new building off-site. For an example of the ratings, see Chart VI F5c.
- d. The best alternate if form is more important than function is 6(a), followed by 6(b) (disqualified), 2 0-S, 2 0F-S, and 1(b). For an example see Chart VI F5d.
- e. The proposed project ranked highest in composite score for four of the six raters.

TABLE VI F5a

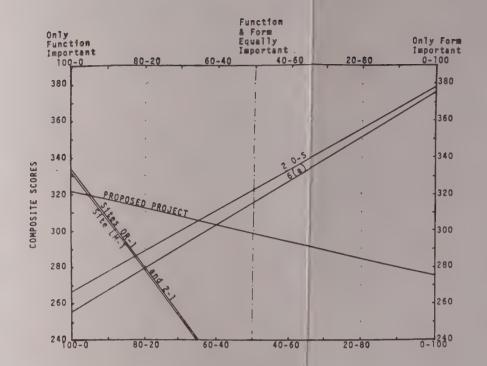
Five Highest Alternatives for Each Rater

	RATER							
RANK	1	2	3	4	5	6		
1	P.P.	P.P.	P.P.	P.P.	6(a)	6(a)		
2,	2 O-S	Site 2-1 Site Q-R-1	Site 2-1 Site QR-1	2 O-S	6(b)	6(b)		
3	Site 2-1 Site Q-R-1	Site L-M-1	2 0-5	Site 2-1 Site Q-R-1	2 0-5	1(b)		
4	Site L-M-1	2 0-5	Site L-M-1	Site L-M-1	2 OF-S	2 0-5		
5	6(a)	Site 2-2 Site Q-R-2	6(a)	6(a)	1(b)	1(c)		

- 1 City (Library, Engineering, Public Buildings)
- 2 Hoyt Galvin; Library Consultant
- 3 Donald C. Davidson, PhD; Library Consultant
- 4 Wahlquist, Lawrence, Richards; Architects
- 5 David Gebhard, PhD; Architectural Historian
- 6 Thomas S. Hines, PhD; Architectural Historian

EXPLANATION OF ALTERNATE DESIGNATIONS

- P.P. = Proposed Project (renovation, above and below grade expansion, and on-site parking)
- 1(b) = Alternate lb (renovation only)
- 1(c) = Alternate lc (restoration only, with expansion and parking off site)
- 2 O-S = Alternate 2 (below grade expansion) with parking on site
- 2 OF-S = Alternate 2 (below grade expansion) with parking off site
- 6(a) = Alternate 6(a) (renovation only with expansion and parking off site in a new building)
- Site L-M-l = Alternate Site L-M (Bunker Hill) with the City retaining the present library with a compatible use such as a museum
- Site Q-R-1 = Alternate Site Q-R (Bunker Hill) with the City retaining present library with a compatible use such as a museum.
- Site Q-R-2 = Alternate Site Q-R (Bunker Hill) with the City not retaining the present library with a compatible use
- Site 2-1 = Alternate Site 2 (Pershing Square) with the City retaining the present library with a compatible use such as a museum
- Site 2-2 = Alternate Site 2 (Pershing Square) with the City not retaining the present library with a compatible use



RELATIVE IMPORTANCE RATIO (% FUNCTION - % FORM)

This chart represents the variations in each proposal's composite score based upon the relative weights assigned to the groups of Function and Form objectives. Moving from left to right, the relative value of the Function objectives decreases from 100% to 0%; that of the Form objectives increases from 0% to 100%. The Relative importance Values for each objective were assigned by the City.

CHART VI F5b FUNCTION & FORM ARE EQUALLY IMPORTANT

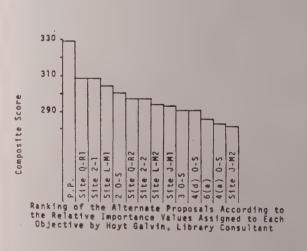


CHART VI F5c
FUNCTION IS MORE IMPORTANT
THAN FORM

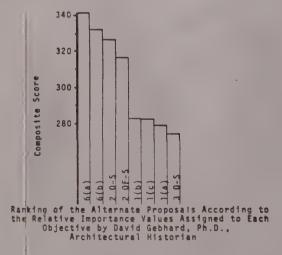
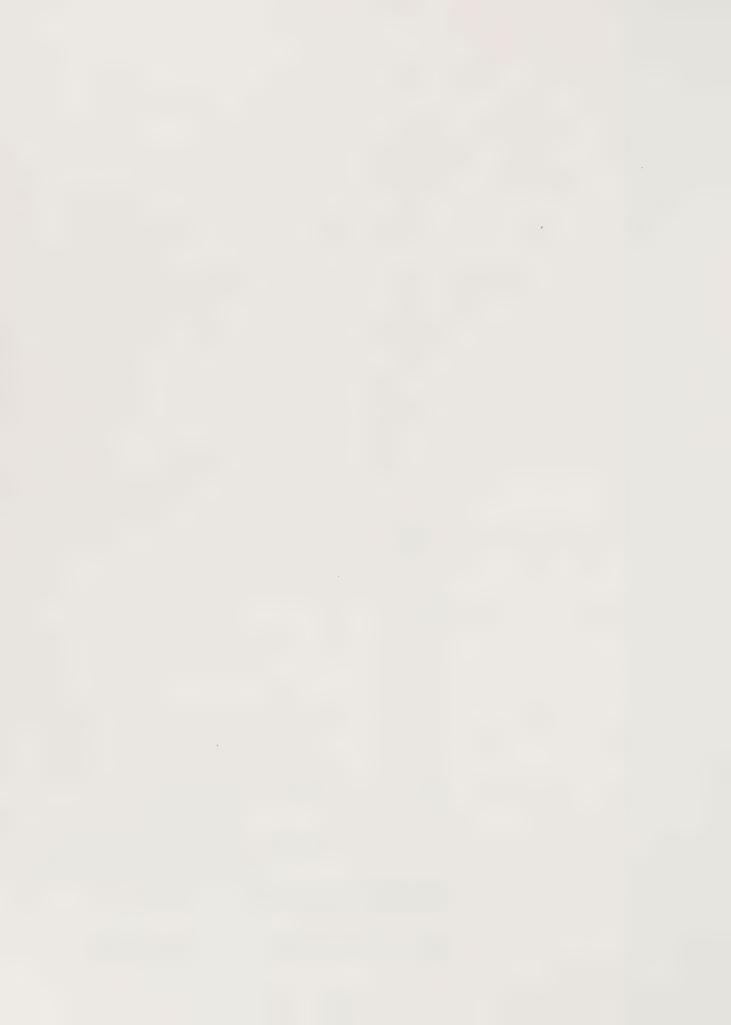


CHART VI F5d

FORM IS MORE IMPORTANT
THAN FUNCTION



G. Summary of Impacts of Alternate Proposals (see Table VI G)

- 1. Physical Features
 - a. Hydrology, Climate, Animal Life

The environmental impacts of all alternate proposals in these categories are insignificant and similar to those of the proposed project.

b. Land Formations - Grading

Alternates la, lb, and lc involve no underground construction and thus have insignificant impacts on the topography of the site. All other alternates involve some degree of excavation for additional space for library services and parking. Impacts of these projects are anticipated to be similar to those of the proposed project.

c. Existing Plant Life/Landscaping

Of the on-site alternates, la, lb, lc, 6a, and 6b would have minimum impact on the existing plant life and landscaping. Alternate 5 would have marginally less impact than the proposed project because of substantial preservation of the east garden. Alternates 2, 3, 4a, 4b, 4c, and 4d would have adverse impacts similar to those of the proposed project. All of these require removal of the existing ground cover with varying degrees of restoration of open space landscaped areas.

The alternative sites are essentially void of vegetation; construction on these sites would have insignificant impacts in this category.

- 2. Land Use and Zoning
 - a. Aesthetics Exterior

For off-site alternates, no significant aesthetic impacts are anticipated for the exterior of the new building. (Note that the original building would be affected depending on its disposition as evaluated in Section VI G8b(1) below.)

Alternates la, lb, lc, 2, 6a, and 6b would preserve all facades and views of the original site and thus would have minimal impacts. Alternate 3 would preserve three of the facades and preserve the east wing; this would have less effect on the building exterior than would the proposed project.

Alternates 4a, 4b, 4c, and 4d would compromise the exterior to varying degrees and are anticipated to have adverse impacts similar to those of the proposed project. Alternate 5 would have the most adverse impact on the exterior by the addition of a high-rise tower and the mixture of radically different construction styles.

b. Growth Inducement

Alternates la and lb do not provide additional library space and are judged to be less growth inducing than the proposed project. The favorable growth inducing impacts of all other alternates are the same as those of the proposed project.

c. Land Use Compatibility

Most of the alternates are compatible with land uses in the surrounding area, as is the proposed project. Use of parcel J-l for off-site parking would change the potential development of the site and thereby affect redevelopment in the Bunker Hill area. Construction of a library on Site 2 is considered culturally and economically incompatible with the characteristics of the immediate area.

3. Circulation

a. Library Patronage Deterrance

Under Alternate la, patronage growth is expected to be deterred due to lack of efficient space utilization. Alternate lb would provide more flexibility than la, but space would remain inadequate in comparison to the proposed project and other alternates. Thus, lb would result in some patronage growth deterrance; the remaining alternates would have impacts comparable to that of the proposed project, and should not deter patronage.

b. Vehicular Circulation

(1) Construction Impacts

Alternates la, lb, lc, and 6b involve no on-site grading or expansion and would have insignificant impacts. The remainder of the on-site alternates would have construction impacts similar to those of the proposed project.

The Bunker Hill sites, situated in an area of lesser density, would have negligible construction related impacts on traffic. Construction at Sites 2 and J-M is expected to be as disruptive as the proposed project.

(2) Long-term Impacts

Because Alternates la and lb provide no additional parking and discourage patronage, insignificant long-term impacts are predicted. The rest of the alternates would influence traffic in much the same way as the proposed project.

c. Pedestrian Circulation

The impacts of all on-site alternates and Sites 2 and J-M are considered insignificant and similar to the proposed project. Sites L-M and Q-R would create some pedestrian access problems because of the topography of the Bunker Hill area.

d. Parking

(1) Construction Impacts

Provision of additional on-site parking would be most disruptive of the current parking situation. Use of the adjacent Biola property would be less disruptive.

Alternates which have no provision for additional parking (la, lb) or those which relocate parking off-site would have the least impact during construction.

(2) Long-term Impacts

The most adverse impact would occur under Alternates la and lb, which provide no additional parking. Use of Parcels J-l or P-2 for off-site parking would present some long-term impacts on patron and staff access. All other alternates would have resultant impacts similar to those of the proposed project.

4. Air

Impacts upon air caused by all alternates are considered insignificant and essentially the same as those of the proposed project.

5. Noise

a. Construction Impacts

Most of the on-site alternates would have impacts similar to those of the proposed project. The exception is Alternate 5, which would have greater impact because of the proximity of the high-rise tower to neighboring hotels.

Construction at Sites 2 and J-M is not expected to have any significant impact on noise. Some disturbance is expected at the Bunker Hill sites because of nearby residential properties.

b. Long-term Impacts

There are no long-term impacts associated with any alternates which are considered significant.

6. Service Systems

a. Electricity, Natural Gas, and Water

Alternates la and lb will not significantly affect utilities usage. All other alternates propose expansion of facilities and would have impacts similar to the proposed project. The off-site alternates would require construction of appropriate utility connections but no significant usage increases are anticipated.

b. Sanitary Sewers, Solid Waste

The increase in solid waste materials is expected to be negligible for Alternates la and lb. Other alternates are expected to have impacts similar to those of the proposed project.

c. Communications

The impacts of all alternates on communications systems would be insignificant and similar to those of the proposed project.

7. Public Facilities

a. Police Services

Alternates la and lb provide a smaller building and are anticipated to have lesser impacts than the proposed project. Impacts for the rest of the on-site alternates will be essentially equivalent to those of the proposed project.

The Bunker Hill Sites (L-M and Q-R) are in a relatively low crime district and would have little impact on police services. Site J-M is expected to have impacts similar to those of the proposed project. Site 2, located in a high crime district, would result in a major adverse impact in this area.

b. Library Security Services

Alternate 1b, by providing an open space interior with no expansion, would have the least impact on security. Alternates 2, 3, 4a, 4b, 4c and 4d, as well as the off-site alternates, would require additional security personnel and have security impacts similar to those of the proposed projects.

Alternate la would have more adverse impacts than the proposed project because problems inherent in the existing floor plan would not be alleviated Alternates which essentially decentralize library operations (lc, 5, 6a, 6b, and all off-site parking locations) would also necessitate more security services than the proposed project.

c. Fire Protection

The impacts of all alternates relating to fire protection services are anticipated to be similar to those of the proposed project.

d. Library Operations

(1) Construction Impacts

Alternates la and lb would significantly disrupt services by necessitating temporary relocation of parts or all of the collection. The construction impacts and mitigation measures of the proposed project apply to alternates 2, 3, 4a, 4b, 4c, and 4d. Alternates 1c, 5, 6a, and 6b are considered to have less impact than the proposed project because the new construction is relatively removed in comparison to the other on-site alternates.

All of the off-site alternates would create the least disruption of library services since the Library would remain fully operational until relocation.

Of the parking alternates, on-site construction would seriously disturb some operations, while use of the Biola property would be less disturbing. Parcels J-1 and P-2 would have no impacts in this category.

(2) Long-term Impacts

(a) Operations

Alternate la would have the most adverse impact because it provides neither adequate space nor flexibility for Library operations. Alternate lb provides some interior flexibility but inadequate space. Similarly, lc, 5, 6a, and 6b are expected to create more operational problems than the proposed project because they essentially decentralized operations. Alternate 2 would require excessive vertical transportation of materials and people. Relocation of parking off site would create access and security problems which could affect operations.

Impacts and mitigation measures for the proposed project also apply to alternates which provide somewhat similar building configurations (3, 4a, 4b, 4c, and 4d). All off-site alternates could provide the Library the full amount of space and flexibility necessary.

(b) Space (See Figure 6)

Alternates la and lb provide no additional space for library operations. Alternates 2, 3, 4a, 4b, 4c, 4d, and 5 are essentially equivalent to the proposed project in terms of space provided. Alternates lc, 6a, 6b, and all off-site alternates could accommodate larger structures.

(c) Support Services

All alternates propose the relocation of support services and thus are indistinguishable from the proposed project in this category.

(d) Interior Flexibility

Alternate la, in essentially preserving the existing floor plan of the building, provides the least flexibility of all the alternates. Alternate lb would provide an open space floor plan, but inadequate space to allow as much flexibility as the proposed project. The remainder of the on-site alternates provide flexibility comparable to that resulting from the proposed project. The construction of an entirely new building would provide maximum flexibility.

(e) Expandability

Alternates 6a and 6b can accommodate expansion more easily than the other on-site alternates, which are considered to be similar to the proposed project regarding expandability.

Of the parking alternates, off-site property acquisition would provide greater flexibility for future expansion of parking facilities, particularly J-l and P-2. Construction of a new building off site would allow maximum expansion.

8. Paleontological, Archaeological, and Historical

a. Archaeology and Paleontology

As with the proposed project, all alternates will have insignificant impacts upon archaeological and paleontological elements.

b. Cultural Resources - Central Library (see Figures 4 and 5.)

For off-site alternates, sale of the site and/or demolition of the existing structure would constitute the most adverse impact for these categories.

(1) View of Facades

Alternates la, lb, lc, 2, 6a, and 6b would have minimal impacts on the exterior facades, except for the addition of pedways. Alternates 3 and 5 would preserve three facades and the east wing and would have some impact on the exterior but less than the proposed project. Alternates 4a, 4b, 4c, and 4d disrupt the east and west facades to varying degrees; however, all are considered equivalent to the proposed project in this category.

For proposals to construct a new library at a new site, it is assumed that retention of the existing structure with a use compatible with its design would preserve the exterior facades.

(2) Sidewalk Level Open Space

On-site alternates which propose restoration of the west garden and preservation of existing landscaping (la, lb, lc, 2, 6a, 6b) would have negligible impact on accessible open areas (Alternate 2 is included in this group because ground cover removed for excavation could be substantially replaced). Alternate 5 would have some impact, but much less than the proposed project because most of the east lawn would be restored after excavation. Alternates 3, 4a, 4b, 4c, and 4d would have slightly less impact than the proposed project because more restoration of landscaped areas is involved. Off-site alternates which propose retention of the present structure would have negligible impact.

(3) Physical Alterations (Main Building)

Alternate la proposes no interior renovation and would have no impact on the existing floor plan. All of the on-site alternates propose complete interior renovation; their resultant impacts will be much the same as those of the proposed project. For off-site alternates, the retention and reuse of the existing structure after relocation of library services may necessitate some interior renovation.

(4) Physical Alterations (East Wing)

Alternates 4a, 4b, 4c, and 4d propose demolition of the east wing and thus are equivalent to the proposed project. Some impact is expected under Alternates 1b, 1c, 2, 3, 5, 6a, and 6b which propose either underground construction or the addition of an above-ground structure to the east. Alternate 1a (restoration only) has no impact. For off-site alternates, some alteration of the east wing may occur if the structure is put to another use.

(5) Interior Art Works (Main Building and East Wing)

Alternate la proposes the preservation of all interior art works. Some impact is expected with on-site proposals which preserve the east wing (1c, 2, 3, 5, 6a, and 6b). Alternates which propose demolition of the east wing and interior renovation (4a, 4b, 4c, 4d) are essentially equivalent to the proposed project. Some modification of the building, and thus some alteration of the interior art works, may occur if an off-site alternate is selected.

c. Cultural Resources - California Club

Alternates which involve no above-ground additions on the western portions of the site and/or restoration of the west gardens would have the least impact on the view of and from the California Club. These include la, lb, lc, 2, 3, 5, 6a, 6b, and off-site alternates which include retention of the current site.

Alternates 4a, 4b, and 4d propose additions to the west comparable to those of the proposed project. Alternate 4c is anticipated to have more impact because of the addition of a larger two-story west wing. The sale and/or demolition of the Library would constitute a major adverse impact.

d. Cultural Resources - Biltmore Hotel

Converting the use of the existing building would have the least impact on the view of and from the Biltmore Hotel. Alternates which involve no above-grade expansion to the east (la, lb, lc, 2, 6a, and 6b) also would have minimal impact. Sale and/or demolition of the Library, with full development of the site, would constitute the most adverse impact as would the construction of a high-rise tower to the east of the Library (Alternate 5). Alternates 3, 4a, 4b, 4c, and 4d are considered similar to the proposed project since they propose expansion to the east, which would necessitate removal of the east lawn and above-ground construction.

9. Socio-Economic

a. Social Impacts

The impacts associated with most of the alternates are insignificant and comparable to those of the proposed project. However, use of the adjacent Biola parcel (now occupied by a hotel and a church)

for parking would cause difficulties. Use of Site 2 for a library would be incompatible with the cultural and economic characteristics of the immediate vicinity.

b. Right-of-Way Acquisition

The acquisition of property for off-site facilities presents potential problems in project scheduling and coordination not inherent in the proposed project. The extent of such impacts is unknown until acquisition activities commence. Acquisition of church property (Biola) and property under multiple ownership (Site 2) would typically involve the most problems. Property under one ownership would likely involve fewest problems (Alternate 6b or Site J-M). Bunker Hill property could involve major problems in acquisition due to commitments made to other developers by the CRA for Sites J-l and L-M, and county ownership of Parcel Q.

On-site alternates would probably involve temporary rental of property for employee parking and/or library facilities, and some rental of nearby property for contractor use may be involved with any alternate. No significant impacts are anticipated with temporary rental.

c. Right-of-Way Relocation

The relocation of church facilities and residential units (Biola) and minority businesses (Site 2) would create the greatest impacts. Relocation of county parking facilities (Site Q-R) and commercial offices (Alternate 6b and possibly Site J-M) would present lesser impacts.

TABLE VI G SUMMARY OF IMPACTS

				On-Site Alternates								Parking Alts.			Off-Site Alternates										
	Relative Degree of Impact:	• (least impact)	p. Project													3		LM-1	s LM-2	2 QR-1	e QR-2	e 2-1	e 2-2		
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	Hydrology, Climate, /	Animal Life	•	•	•	•	•	•	•	•	•	•	•	•					•	•	•	•	•	•	
	Land Formations-Grad			•	•	•	•	•			•			•				•	•		•		•		
	Existing Plant Life/Landscaning			•	•	• (9	0			•		•	•				•	•	•	•	•	•	•	
В.	Land Use and Zoning																								
	Aesthetics-Exterior_			•	•	•		•					•	•				•	•	•	•	•	•	• 4	
	Growth Inducement			•	•			•						•					•			•	•		
	Land Use Compatibility		•	•	•	•	•	•	• •	•	•	•	•	•	•		•	•	•	•	•			•	4
С.	Circulation						.																		
	Library Patronage Deterrance		•			•	•	•	9 4	•	•	•	•	•		1	_		•	•	•	•	•	•	<u>,</u>
	Vehicular Circulatio	n						_	1	_															
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	Long-Term Impacts_			•	•			9 (•	•	•	9	_	-	-	•		•	•				
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	Parking (Refer to Pa Alternates lc thro	ugh 6b)		•				-	+	-	-) 0		•							
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c	Long-Term Impacts Service Systems						\dashv	+	+	+-			1	1	-	+	+				1				
Г.	Electricity, Natural	Cac Water		•	•	•	•	•	0 4			•						•	•	•	0	0	0 (
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	Communications		•	•	•	•	•	•			•	•	•	•	-	+		•	•	•	•	•	0 1		
G.	Public Facilities						7			1						+									
	Folice Services		•	•	•	•	•	•	9									•	•	•	•		9 (
	Library Security Ser				•					•							9	•			•	0 (
	Fire Protection		•	•	•	•	•	•	•	•	•	•	•	•				•	•	•	•	•	• •		
	Library Operations															1								1	
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ī	Socio-economic																								
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	Right-of-Way Relocat	ion	•	•	•	•	•	•	• •		•	•	•		•		•	•	•			4.			
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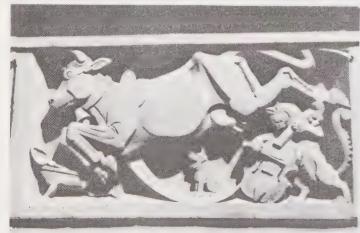
FIGURE 4



WEST FACADE

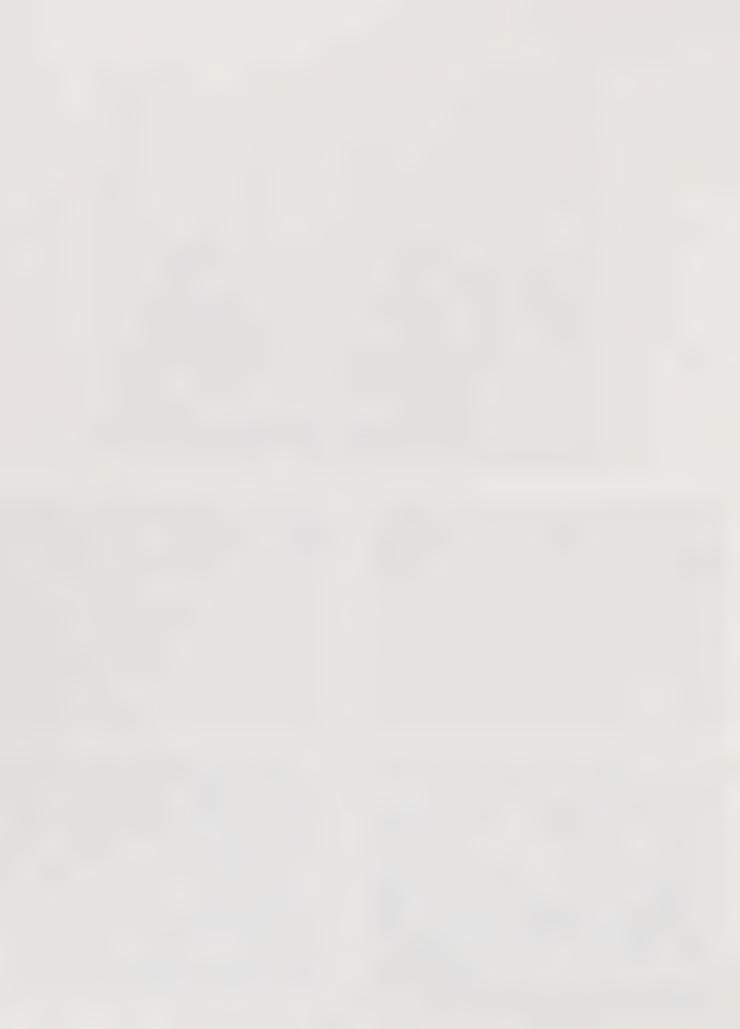








Bas-reliefs located in the courtyard of the East wing









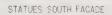
CEILING DETAIL NORTH STAIRS



CIVILIZATION









SPHINXES AND CIVILIZATION



CHANDELIER ROTUNDA

FIGURE 5

DETAILS NORTH STAIRWAY AND ROTUNDA CHANDELIER



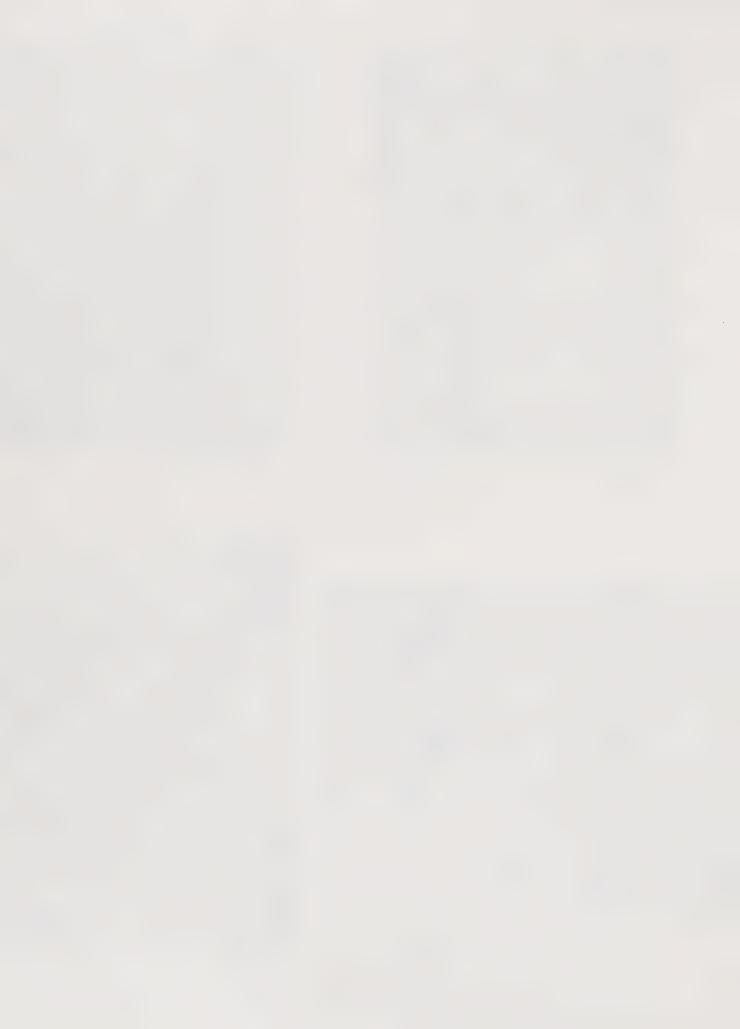






FIGURE 6





OVERVIEW OF DRAFT EIR COMMENTS AND RESPONSES

The Draft EIR was circulated in May, 1978 to various City offices, other governmental agencies, owners of property on alternative sites and in the vicinity of the Central Library and various persons and organizations having a potential interest in the project.

A total of 14 letters with comments were received, consisting of seven from governmental agencies and seven from private individuals or organizations. A summary of the major points from the significant comments follows:

BILTMORE HOTEL

The proposed project is favored.

CALIFORNIA INDEPENDENT RENTERS ASSOCIATION

The expenditure of tax money to destroy the Library is unacceptable.

CITY OF LOS ANGELES, CULTURAL HERITAGE BOARD

The Board reaffirmed its previous statement, which indicated that demolition was unacceptable, and that the thematic architectural integrity should be retained. The art works and Children's Wing patio should be preserved, and the west lawn should be restored.

BETTY REDDIN, PRESIDENT, BOARD OF LIBRARY COMMISSIONERS

The proposed project represents a compromise between the functional efficiency of a completely new building and retention of services at the present facility. Further reductions in functional efficiency are not acceptable. The proposed open space may be preferable to the existing landscaping, and the reduction in parking criteria to 600 spaces is acceptable. Alternates which involve splitting Central Library services and collections are not acceptable.

RALPH JACKSON/JOHN D. MORRISSEY

The matrix selection data is biased against off-site alternates. The original economic data for the proposed project understated true costs, and a new building on the 7th Street and Figueroa Street site would be a better solution at lower cost. The proposed project adversely affects the original building and is not a good solution. Alternative financing methods and concepts for the reuse of the existing building are possible to insure viability of an off-site alternative.

LEAGUE OF WOMEN VOTERS

The proposed project and most alternates are acceptable, but a new building would be preferable.

LIBRARY STUDY TEAM, SOUTHERN CALIFORNIA CHAPTER, AMERICAN INSTITUTE OF ARCHITECTS

The existing building is an important architectural landmark. Alternative, less costly, concepts might be necessary for project viability. The functional criteria identified in the EIR are not environmental concerns and could be met by good architectural design in most alternatives. The proposed project does not meet most cultural resource preservation objectives, as it involves alteration of present open space, obliteration of important exterior and interior features, and destruction of the buildings architectural integrity.

Alternates 2 and 3, involving all underground expansion or east wing expansion, respectively, are more environmentally sensitive, as are alternate project concepts involving reduced space requirements or off-site expansion while preserving the existing site.

The numerical ranking of alternates is misleading as irrelevant functional objectives are heavily weighted; such objectives could be met with good design for most alternates. Guidelines and priorities should be specified by the City Council for the architect to follow.

PUBLIC HEARING COMMENTS

At the Public Hearing held on June 15, 1978, four persons presented verbal comments on the Draft EIR:

JOSEPH AMESTOY, A.I.A.

Mr. Amestoy, representing the American Institute of Architects (AIA) and its Library Study Team, indicated that there are workable alternatives which would retain more of the existing structure without the environmental disadvantages involved in the proposed project. Updated architectural criteria have not been established. The proposed project does not meet the design approach objectives and fails to satisfy 8 of the 12 cultural resource preservation objectives. The City's numerical evaluation is misleading. An alternative parking site is available east of the Library. The functional program analysis is outdated. The Library Study Team's Report should be used in establishing priorities and evaluating alternatives.

MARGARET MCFARLAND

Mrs. McFarland wishes to see the main library left alone, and excess books located elsewhere. The building is adequate and multi-million dollar expenditures on it are not warranted.

MARGARET BACH

Mrs. Bach, representing the Los Angeles Conservancy, indicated that the Board of Directors of that organization endorsed the SCC/AIA Library Study Team report. There is a need to develop a library scheme and program sensitive to the architectural features of the existing building. Good consultants could work out functional solutions.

LOUISE NELSON

Ms. Nelson, on behalf of the California Independent Renters Association, indicated that she has received fine service from the present facility. Improvements in parking may be needed, but the building and its architectural beauty should not be destroyed at a cost to taxpayers, including renters, of \$67 million. The building is not heavily used and is not understaffed.

COMMUNITY REDEVELOPMENT AGENCY

Alternate 6a involves the use of Parcel J-l in the Bunker Hill Urban Renewal Project for construction of an off-site facility. Development rights for this parcel, previously in litigation, have now been sold by the Community Redevelopment Agency to Atlantic Richfield Company and McKeon Construction. Plans have been announced for the lease of this parcel and the adjoining "Sunkist" property, also owned by Atlantic Richfield, to Rockefeller Center, Inc. for construction and operation of a high-rise office building.

RAYMOND GIRVIGIAN, F.A.I.A.

The existing structure and grounds should be preserved. Alternatives involving underground or off-site expansion are preferable to above grade expansion on the present site. The proposed project is least acceptable because it destroys the exterior and interior of the existing landmark. Conformance with the State Historical Building Code would facilitate economical preservation of the existing structure.

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